

El-18608



RE: Replies to SHPO's Comments on Final PA

Bittner, Judith E (DNR) to: David.Navecky, cvaughn

05/09/2011 03:51 PM

Cc: ngabriel, "Gasek, Douglas F (DNR)", "Summerville, Alan", "Starzak, Richard", Vicki.Rutson, "Kusske Floyd, Kathryn", johnson.jay

From: "Bittner, Judith E (DNR)" <judy.bittner@alaska.gov>

To: David.Navecky@stb.dot.gov, cvaughn@achp.gov

Cc: ngabriel@achp.gov, "Gasek, Douglas F (DNR)" <doug.gasek@alaska.gov>, "Summerville, Alan" <ASummerville@icfi.com>, "Starzak, Richard" <RStarzak@icfi.com>, Vicki.Rutson@stb.dot.gov, "Kusske Floyd, Kathryn" <kusske.floyd.kathryn@dorsey.com>.

1 attachment



Final PA 04-15-2011 (3).doc

WE have one small change to broaden participation in the Working Group. The Working Group has broad responsibilities and should allow for the participation of interested parties who represent those broader interests and provide different areas of expertise needed for the plans, curation, survey, evaluation and oral history. The APE includes a mix of landowners and historic property types. Section 106 in all about consultation with interested parties. If this PA is to the use a Working Group concept, then the consultation concept needs to be part of the Working Group process.

Attached is a marked up copy with SHPO comments.

Judith Bittner

Alaska State Historic Preservation Officer

-----Original Message-----

From: David.Navecky@stb.dot.gov [mailto:David.Navecky@stb.dot.gov]

Sent: Monday, May 09, 2011 10:55 AM

To: cvaughn@achp.gov; Bittner, Judith E (DNR)

Cc: ngabriel@achp.gov; Gasek, Douglas F (DNR); Summerville, Alan; Starzak, Richard; Vicki.Rutson@stb.dot.gov; Kusske Floyd, Kathryn; johnson.jay@DORSEY.com

Subject: Replies to SHPO's Comments on Final PA

Folks -

I'm forwarding a reply by the Mat-Su Borough (MSB) and the Alaska Railroad to SHPO's May 2, 2011 comments on the Signature Version of the Final PA (see email text below and attached Word document).

I believe the MSB's and railroad's reply represents a reasonable response to the SHPO's comments and I propose that we move forward with these changes as the revised Final PA.

Despite the STB, MSB and railroad having already signed the April 15, 2011 Final PA, I will need to recirculate the document again for signature. My intent is to accept the attached version of the Final PA and then resend the document to the Signatories and Invited signatories for signature.

Please let me know by close-of-business Wednesday, May 11, 2011 if you concur that the attached Final PA can be circulated for signature, or if

you have specific, substantive objections to the document.

Thanks,

Dave Navecky
202-245-0294

----- Forwarded by David Navecky/STB on 05/09/2011 10:01 AM -----

From: <johnson.jay@DORSEY.com>
To: <David.Navecky@stb.dot.gov>
Cc: <ASummerville@icfi.com>, <RStarzak@icfi.com>,
<kusske.floyd.kathryn@DORSEY.com>
Date: 05/06/2011 04:05 PM
Subject: RE: Port MacKenzie Final PA - More SHPO Comments

Dave,

ARRC has reviewed the most recent changes to the Programmatic Agreement proposed by SHPO, and is writing this email to express its concerns.

In general, ARRC is concerned that adding new members to the Working Group created in Stipulation III of the PA conflicts with the primary purpose of forming a smaller group to address various issues that may arise in connection with specific stipulations. At the same time, ARRC recognizes SHPO's concern over adding the Iditarod Historic Dog Sledding District to the Working Group's responsibilities. But instead of expanding the Working Group, as SHPO suggests, ARRC believes that the best solution is to simply remove Stipulation V relating to the Iditarod Historic Dog Sledding District from the list of issues that will be addressed in the Working Group's Memorandum of Understanding. That change fully addresses SHPO's stated concern without altering the composition of the Working Group. (HTK and WDMA will still be able to participate in the Workshop conducted by ARRC pursuant to Stipulation V.) With the Iditarod Historic Dog Sledding Group removed from the Working Group's purview, there should be no need for additional changes to Stipulation III.D.

With regard to the other change proposed by SHPO, ARRC does not agree with the deletion of the word "contributing" on page 9 of the PA. ARRC considers "contributing element" to be a commonly used term of art with an accepted meaning. In ARRC's view, using the term "element" by itself is confusing.

A redline showing ARRC's proposed change to Stipulation III.D is attached.

We are happy to discuss these issues in more detail over the phone at your convenience.

Regards,

Jay

-----Original Message-----

From: David.Navecky@stb.dot.gov [mailto:David.Navecky@stb.dot.gov]
Sent: Wednesday, May 04, 2011 10:16 AM

To: Kusske Floyd, Kathryn; Johnson, Jay
Cc: Summerville, Alan; Starzak, Richard
Subject: Port MacKenzie Final PA - More SHPO Comments

Kathryn and Jay -

The SHPO has submitted more comments on the Final PA, dated April 15, 2011, that had been sent out for signature. I have attached the two pages that contain edits. Let me know if the edits are acceptable to ARRC and MSB.

I've made a similar inquiry with the ACHP.

Thanks,

Dave

(See attached file: SHPO Edits on Final PA.pdf) (See attached file: Final PA 04-15-2011 (2).doc)

FINAL, April 15, 2011

**PROGRAMMATIC AGREEMENT
AMONG
SURFACE TRANSPORTATION BOARD,
ADVISORY COUNCIL ON HISTORIC PRESERVATION, AND
ALASKA STATE HISTORIC PRESERVATION OFFICER
REGARDING
THE ALASKA RAILROAD CORPORATION CONSTRUCTION AND OPERATION OF
A RAIL LINE EXTENSION TO PORT MACKENZIE, ALASKA
DOCKET NO. FD 35095**

WHEREAS, the Surface Transportation Board (STB)¹, the lead Federal agency, has received an application from the Alaska Railroad Corporation (ARRC or Applicant) to construct and operate approximately 30 to 45 miles of proposed rail line to connect the Port MacKenzie Industrial District in Matanuska-Susitna Borough (MSB) to a point on the existing ARRC main line between Wasilla and north of Willow, Alaska (Undertaking), and may approve the Undertaking pursuant to Title 49 United States Code (U.S.C.) § 10502; and,

WHEREAS, the STB has determined that the proposed project is an Undertaking subject to Section 106 of the National Historic Preservation Act, (Section 106) at Title 16 U.S.C. § 470(f) which may have an effect upon properties included in or eligible for inclusion in the National Register of Historic Places (NRHP), hereafter "historic properties"; and,

WHEREAS, the STB consulted with the Advisory Council on Historic Preservation (ACHP); and the Alaska State Historic Preservation Officer (SHPO), pursuant to Section 800.14(b) of the regulations at Title 36 Code of Federal Regulations (C.F.R.) Part 800 implementing Section 106; and,

WHEREAS, the ACHP participated in the consultation for this Undertaking following notification by STB pursuant to 36 CFR § 800.6(a)(1)(i); and,

WHEREAS, the ARRC is an Invited Signatory pursuant to 36 C.F.R. § 800.6(c)(2) because it is the Applicant for the Undertaking and has the same authority to amend or terminate this Agreement as Signatories; and,

WHEREAS, the Knik Tribal Council (KTC) is an Invited Signatory pursuant to 36 C.F.R. § 800.6(c)(2) because it is a Federally Recognized Tribe pursuant to Volume 73 *Federal Register* (Fed. Reg.) No. 66, has responsibilities under this Agreement, is recognized as the traditional people residing in the area being crossed by the Undertaking, has the authority to propose amendments to this Agreement to the STB, but does not have authority to terminate this Agreement; and,

¹ The Surface Transportation Board (STB) was created with the passage of the ICC Termination Act of 1995 (Pub. L. No. 104-88). The STB, an independent agency administratively housed within the U.S. Department of Transportation, is responsible for administering rail, pipeline, and certain adjudicatory functions involving motor and water carriers. These responsibilities are similar to those duties formerly administered by the Interstate Commerce Commission. The STB is the lead agency under the National Environmental Policy Act (NEPA) for the Port MacKenzie Rail Extension Project.

FINAL, April 15, 2011

WHEREAS, the MSB is an Invited Signatory pursuant to 36 C.F.R. § 800.6(c)(2) because it has responsibilities under this Agreement, is providing significant funding to ARRC for construction of the Undertaking, has the authority to propose amendments to this Agreement to the STB, but does not have authority to terminate this Agreement; and,

WHEREAS, the KTC and MSB have developed a positive and productive partnership while carrying out mitigation for other undertakings in the vicinity of this Undertaking and that MSB, KTC, ARRC are working together to continue that partnership for this Undertaking; and,

WHEREAS, the Native Village of Eklutna (NVE), Chickaloon Village Traditional Council, and the Native Village of Tyonek are Federally Recognized Tribes invited by STB to be Concurring Parties pursuant to 36 C.F.R. § 800.6(c)(3) concerning properties of traditional religious and cultural significance to them as part of STB's government-to-government consultation requirements for resources of Tribal interest off Tribal Lands; and,

WHEREAS, Knikatnu, Inc. and Eklutna, Inc., Alaska Native Village Corporations, and the Cook Inlet Region, Incorporated (CIRI), an Alaska Native Regional Corporation pursuant to the Alaska Native Claims Settlement Act of 1971 (ANSCA, Public Law [Pub. L.] 92-203) have been invited by STB to be Concurring Parties pursuant to 36 C.F.R. § 800.6(c)(3) concerning properties of traditional religious and cultural significance to them as part of STB's government-to-government consultation requirements for resources of Tribal interest off Tribal Lands; and,

WHEREAS, the STB has consulted with and continues to consult with other Indian Tribes and Alaska Native corporations (Tribes) listed in Attachment A.2 of this Agreement who may want to consult on ways to avoid, minimize, and mitigate effects on the Dena'ina archaeological sites that could be affected by the Undertaking and these Tribes have been invited to participate in this Agreement as Concurring Parties; and,

WHEREAS, the State of Alaska's Department of Natural Resources (ADNR) is a Concurring Party pursuant to 36 C.F.R. § 800.6(c)(3) because it is a major land holder in the study area and may need to grant rights-of-way associated with the Undertaking; and,

WHEREAS, the Happy Trails Kennels (HTK), Willow Dog Mushers Association (WDMA), and Iditarod Historic Trail Alliance (IHTA) are Concurring Parties pursuant to 36 C.F.R. § 800.6(c)(3) because they regularly use a historic property; and,

WHEREAS, the refusal of any party invited to concur with this Agreement does not invalidate the Agreement; and,

WHEREAS, the STB, in consultation with the SHPO, has established the Undertaking's Area of Potential Effects (APE), as defined at 36 C.F.R. § 800.16(d). The APE is outlined and identified in Stipulation II.C and Attachment D of this Agreement; and,

FINAL, April 15, 2011

WHEREAS, the STB determined the Iditarod Dog Sledding Historic District eligible for listing in the NRHP under Criterion A at the national level of significance, and SHPO concurred with this determination for the period of significance of 1967-1978; and,

WHEREAS, the STB recognizes that the region encompassing the Undertaking is of great importance to the Dena'ina people. According to the KTC, the Dena'ina Athabascans have lived, traded, trapped, and subsisted in the area for thousands of years as shown in Attachment C, Figure C-3, and that Dena'ina descendants continue to reside in and use the area for hunting, gathering, fishing, and ceremonial purposes such as moose hunts for funeral potlatches; and,

WHEREAS, the STB, as lead Federal agency, in conjunction with the Federal Railroad Administration; the U.S. Army Corps of Engineers, Alaska District; and U.S. Coast Guard, Seventeenth Coast Guard District (i.e., cooperating agencies) has prepared an Environmental Impact Statement (EIS) in accordance with the requirements of the National Environmental Policy Act (NEPA, 42 U.S.C. § 4332) to address the potential impacts of the Undertaking on a variety of human and natural resources; and,

WHEREAS, the STB has identified 74 potential historic properties within the preliminary APE for the purposes of comparing impacts in the EIS and has summarized and mapped them in Attachment C; and,

WHEREAS, the STB has deferred, until after the STB licenses an alternative, the final determinations of eligibility for the NRHP, assessment of effect, and consideration of alternatives to avoid, minimize, or mitigate effects to historic properties that may be affected by this Undertaking; and,

WHEREAS, the STB shall use an independent third-party contractor, working under its supervision, direction and control, and at ARRC's expense, to assist in meeting the STB's responsibilities defined in the Stipulations below; and ARRC shall ensure that an independent third-party contractor is retained and available for STB use no later than 60 days after an alternative is licensed by the STB; and,

NOW, THEREFORE, the Signatories and Invited Signatories to this Agreement consent that the proposed Undertaking shall be implemented in accordance with the following stipulations in order to consider the effect of the Undertaking on historic properties.

STIPULATIONS

The STB shall ensure that the following measures are carried out:

I. Administrative Considerations

- A. The Signatories shall attach this Agreement or the measures (stipulations) called for in this Agreement to any Record(s) of Decision (ROD), approved permit(s), or other condition(s) issued for this Undertaking so that this Agreement and its requirements become legally enforceable and binding on those actions.

- B. This Agreement and all of its requirements shall be binding on ARRC, as the current applicant for the STB authorization, and on its heirs, successors, and assignees.
- C. The Signatories shall enforce the terms of this Agreement, approvals, and other conditions that incorporate this Agreement and its terms. Each shall notify the others if any of them becomes aware of an instance of possible non-compliance with the terms and conditions of this Agreement or permit or conditions as they relate to this Agreement. In such case, the Signatories shall ensure compliance consistent with their legal authorities and consult with the other agencies, as needed.

II. Applicability of this Agreement and Area of Potential Effects

- A. This Agreement shall apply to the Undertaking licensed by the STB and all components of it, including the APE, actions specified in the EIS, permits and other approvals so long as they are within the jurisdiction of the Signatories.
- B. The STB shall ensure that all work carried out pursuant to this Agreement will be done by or under the direct supervision of historic preservation professionals who meet the appropriate Secretary of the Interior's Professional Qualifications Standards (36 C.F.R. Part 61, Appendix A).
- C. The STB, in consultation with the SHPO, has established the APE as follows: The APE for direct effects shall include the 200-foot-wide right-of-way as well as areas where the ground will be disturbed such as staging areas, work camps, cut and fill areas, material sources/gravel quarries, overburden disposal areas, associated buildings/structures (e.g., sidings, bridges, etc.) and associated infrastructure (e.g., communication towers, power lines, etc.). Indirect effects may include an APE larger than the 200-foot right-of-way, may include vibration, noise, and access to trails and traditional use areas, and are dependent on the frequency of railroad traffic and the sensitivity of the historic property. The APE for visual effects may extend beyond the 200-foot right-of-way, and is dependent on topography, vegetation and the built environment beyond the right-of-way, the visual sensitivity of the historic property, and whether that portion of the Undertaking would be constructed at-grade or above-grade. The preliminary APE, shown in Attachment D, was set at a maximum of 1 mile on either side of the rail line centerline to establish a broad study area for the identification of historic properties that could be sensitive to visual or noise effects. The final APE will be based on final construction plans for the alternative licensed by the STB, and may be much closer to the rail line centerline than 1 mile.
- D. Not later than 60 days after STB issues a license for the Undertaking, the Working Group developed in Stipulation III, and HTK, WDMA, and other Concurring Parties interested in the Iditarod Dog Sledding Historic District, shall review ARRC's final construction plans, apply the APE definition provided in subsection II.C of this Agreement, and delineate the proposed final APE for the Undertaking.
 - 1. ARRC shall submit the proposed final APE for the Undertaking to the STB and SHPO who shall have a 15-day review and comment period.

FINAL, April 15, 2011

2. ARRC shall incorporate STB and SHPO comments as appropriate, and submit the final APE to all Signatories, Invited Signatories, and interested Concurring Parties for their reference and records.
3. If the licensing or permitting processes result in any changes to the final APE, ARRC shall submit those changes to STB and SHPO within 30 days of ARRC's receipt of such license or permit. The STB and SHPO shall have a 15-day review and comment period. ARRC shall incorporate STB and SHPO comments as appropriate, and submit the changes to all Signatories, Invited Signatories, and interested Concurring Parties for their reference and records.
4. The location of sensitive archaeological sites shall not be shown on a map of the final APE because of its broad distribution to non-Tribal entities.

III. Tribal Coordination

The STB initiated consultation with the Tribes listed in Attachment A.2 of this Agreement regarding the Section 106 process, in conjunction with the *Government-to-Government Consultation and Coordination Plan* prepared for this Undertaking on June 18, 2009, and preparation of the EIS. Specific consultation will continue as the terms of this Agreement are carried out, as follows:

A. Development of a Working Group

1. A Working Group, consisting of representatives of ARRC, MSB and KTC, and other interested consulting parties in consultation with STB, shall develop a detailed draft Memorandum of Understanding (MOU) not later than 45 days after an alternative has been licensed by STB.
2. The draft MOU will be developed to facilitate or carry out Stipulations II.D (Delineation of the APE), III.C and IX (Training), III.C (Future Consultation), VI (Curation), and VII (Annual Reports), and to support Stipulations IV (Evaluation and Treatment of Historic Properties) and V (~~Treatment of~~ ~~Identified Historic Dog Sledding District~~).
3. Prior to execution, ARRC shall submit the draft MOU to STB and SHPO, who shall have a 15-day review and comment period. The ARRC shall incorporate comments, as appropriate, and submit the executed MOU to STB and SHPO for their reference and records.
4. Nothing in this Agreement shall prohibit the Working Group from beginning to work on non-mitigation activities prior to receiving comments on the draft MOU from the STB and SHPO.

B. Objectives and Tasks of Working Group

1. The objectives of the Working Group are to facilitate and continue the positive working relationship between ARRC, MSB and KTC; to facilitate

Comment [A1]: Curation: the evaluation of historic properties need input from a wider audience. Provide flexibility to include others but does not mandate participation of others representing the broad spectrum of cultural interests. The Working Group had broad responsibilities that reach beyond tribal issues.

communication between Working Group members and consultation between Working Group members, Signatories, and Concurring Parties; and to facilitate avoidance, minimization, and mitigation of historic properties that could be affected by the Undertaking.

2. The MOU tasks shall include the following:

- a. review of final construction plans to identify the proposed final APE for the alternative licensed by the STB;
- b. identify roles and responsibilities of the Working Group;
- c. develop review and consultation procedures;
- d. establish level of effort for identification, evaluation, and mitigation efforts such as conducting additional surveys in moderate to high probability areas not previously surveyed; oral history interviews; and at least one workshop with the Tribes to assess potential effects on historic properties, including effects on current harvest areas such as the ceremonial moose hunt area.

3. ARRC shall document the results of work conducted under the MOU in the Annual Reports (see Stipulation VII.A), as appropriate.

4. Within 30 days of investigating any of the 74 previously identified sites or any newly surveyed sites (See Attachment C) located in the final APE, the Working Group will submit any information it develops about any of these sites to the SHPO and STB for their review, comment, and consideration under Stipulation IV.

5. All activities conducted and work products prepared pursuant to the MOU shall be carried out by the ARRC and are subject to the oversight, review, and approval by the Signatories to this Agreement, as the Signatories deem appropriate. Specific procedures shall be addressed as necessary in the MOU.

C. Training

1. The KTC, as part of the Working Group, shall participate in conducting training to be given to ARRC's construction and other project-related personnel.

D. Future Consultation

FINAL, April 15, 2011

1. The KTC, NVE, CIRI, Knikatu, Inc. and other Tribes in Attachment A.2 and any other concurring parties shall receive for their review and comment, the Annual Report(s) described in Stipulation VII.A for historic properties that would be affected by the alternative licensed by the STB.
2. KTC has volunteered to serve as a point of contact for all Tribes under Attachment A.2. If any Tribes in Attachment A.2 object to KTC being the point of contact, they shall notify STB in writing, and all future consultation will be carried out directly with that Tribe.
3. STB consultation with the Tribes will remain open throughout the duration of the Project and as the terms of this Agreement are carried out. If further research or analysis results in the identification of other Tribes with interests or cultural ties to the Project, they will also be added to the list of consulting Tribes. Consultation methods will vary depending on the requests from the Tribes. Consultation types may vary from letters, phone calls, on-site meetings and various levels of documentation for review, to jointly developing site specific treatment plans and/or agreement documents. Consultation may also vary according to the type of resource involved, the periods when the various tribes are known to have occupied the project vicinity, and which alternative is ultimately licensed by the STB.

E. Government-to-Government Actions

The STB plans the following Government to Government actions to facilitate carrying out the terms of this Agreement:

1. The STB shall send all Tribes this Agreement and their ideas and preferences will be solicited concerning all parts of this Agreement that are Tribal-related. The Tribes will be able to send comments via mail, Email, or phone.
2. As appropriate, the STB shall solicit Tribal review of all identification efforts, assessments of effect, and treatment plans via mail, Email, or phone in accordance with Stipulation IV of this Agreement and the list of contacts identified in Attachment A.2 of this Agreement.
3. The STB shall notify the Tribes of the Annual Reports being prepared in accordance with Stipulation VII of this Agreement.

IV. Evaluation and Treatment of Potential Historic Properties

Evaluation efforts for potential historic properties affected by the alternative licensed by the STB will be required as follows:

- A. The STB will review the efforts of the Working Group in Stipulation III.B.4. The STB shall make determinations of NRHP eligibility and effects, including boundary delineations of potential historic properties within the final APE of the alternative licensed by the STB and submit them to SHPO, who shall have a 30-day period to review and concur. The STB shall incorporate SHPO's comments as appropriate, and submit its findings to Signatories, Invited Signatories, and interested Concurring Parties, who shall have a 15-day review and comment period. The STB shall incorporate comments, as appropriate.
- B. If a potential historic property is identified in the final APE and the STB and SHPO agree it is eligible for the NRHP, the STB will consult with Signatories, Invited Signatories, and Concurring Parties to seek ways to avoid, minimize or mitigate adverse effects. If adverse effects to a historic property cannot be avoided, measures will be identified to minimize or mitigate effects to that historic property. The mitigation measures may include: data recovery, development of local historic preservation plans and ordinances, developing educational materials/curriculum and web sites, conducting interviews with tribal elders or other knowledgeable individuals, purchasing properties containing historic properties, or developing historic property management plans as a supplement to, or even in lieu of, standard mitigation.
- C. If a potential historic property is identified in the APE and the STB and SHPO do not agree it is eligible for the NRHP, or if the ACHP so requests, the STB shall follow the procedures set forth in 36 C.F.R. § 800.4.(c)(2).

V. Treatment of Iditarod Dog Sledding Historic District

A. Workshop

- 1. Within 60 days after the STB licenses an alternative, ARRC, in consultation with the STB and SHPO, will hold a workshop with HTK, WDMA, and other parties interested in the Iditarod Dog Sledding Historic District, to delineate the boundaries of contributing features within the APE of the alternative licensed by the STB; discuss which are still used for their historic function; and determine how that historic function could be maintained during and following construction of the Undertaking.
- 2. ARRC will submit plans for grade separation and other mitigation measures specified in the STB's licensing decision (i.e., ROD) for review and discussion during the workshop.
- 3. Any design changes, modifications, and refinements of the Undertaking proposed during the workshop shall endeavor to avoid, mitigate, or minimize adverse effects on historic properties.

B. Develop Implementation Plan

Within 60 days after the workshop is held under subsection V.A, ARRC will summarize the outcomes of the workshop, develop an Implementation Plan in

consultation with the STB and SHPO, and submit this information to Signatories, Invited Signatories and interested Consulting Parties, who shall have a 30-day review and comment period. ARRC shall incorporate comments as appropriate.

C. ARRC Execution of Implementation Plan

For contributing elements of the Iditarod Dog Sledding Historic District, treatment could include grade separations or relocation of trails and other mitigation to keep historic long distance dog sled trails that are still used for their historic function intact and maintain access and connectivity. If recordation and documentation is described in the treatment plan, methods shall conform to the *Secretary of the Interior's Standards for Architectural and Engineering Documentation* (48 Fed. Reg. 44730-44734) or other standards specified by the SHPO.

VI. Curation

- A. The Working Group (see Stipulation III.A), in consultation with the STB and SHPO, shall develop a draft curation policy for artifacts, faunal remains, samples, records and field notes, and related materials collected during identification and evaluation activities conducted for the Section 106 and NEPA process as well as activities covered by this Agreement prior to ground-disturbing activity. The Working Group shall provide the draft curation policy to the STB and SHPO for a 30-day review and comment period. The Working Group shall provide a copy of the final curation policy to all parties to this Agreement and the curation policy shall be appended to this Agreement.
- B. ARRC shall ensure that all artifacts, faunal remains, samples, records and field notes, and related materials collected during activities covered by this Agreement are deposited in a curatorial facility that meets requirements found in 36 C.F.R. Part 79, *Curation of Federally Owned and Administered Archaeological Collections* and in Alaska Statutes Title 41 Chapter 35.
- C. The Working Group shall develop a curation agreement with its selected facility prior to ground-disturbing activity and provide the curation agreement to all parties to this Agreement. The curation agreement shall be appended to this Agreement.
- D. Consistent with 36 C.F.R. Part 79, collections shall be packaged in archival quality materials and in a manner appropriate to the material type. ARRC shall consult with the SHPO and curation facility in advance to ensure that collected materials are prepared and packaged appropriately.
- E. Materials collected in conjunction with recovery actions under this Agreement will remain the property of the landowner unless a gift or purchase agreement is negotiated.

VII. Annual Reports

- A. ARRC shall prepare an annual report on the progress of implementation of the stipulations of this Agreement, including the actions of the Working Group, and shall

distribute it to all parties to this Agreement. The Annual Report(s) shall include the following:

1. A timeline under which work will be completed and milestones met for the Undertaking and any timeline and milestone changes proposed;
 2. A description of the tasks accomplished during the preceding year and anticipated upcoming efforts for identification, evaluation, mitigation, and protection of historic properties. This can include descriptions of sites, artifacts encountered, or other archaeological or historic materials encountered, including representative photographs and illustrations;
 3. A description of the progress of the Undertaking and any known or expected changes to the Undertaking;
 4. An evaluation of the effectiveness of this Agreement and whether any amendments or changes are needed based on deficiencies or project modifications.
 5. A list of employees and contractors who attended the annual training, and procedures through which the information was conveyed to employees and contractors who did not attend.
 6. Updates to the contact lists in Attachments A.2 and A.3.
- B. ARRC shall distribute copies of the Annual Report(s) with redacted passages pertaining to sensitive archaeological sites to Dog Mushing Organizations and other Interested Groups listed in Attachment A.3.
- C. STB shall place the Annual Report(s) on its website at <http://www.stb.dot.gov>, redacted for sensitive archaeological sites, for public review and comment.
1. The STB's website shall provide directions on how the public can provide written comments to the STB. As appropriate, the STB shall distribute public comments to the parties to this Agreement along with STB-proposed comment responses or courses of action.
 2. All written correspondence from the Parties (redacted, as necessary) and the public received by the STB during implementation of this Agreement shall be placed on the STB's website.

VIII. Inadvertent or Unanticipated Discoveries

- A. Upon the inadvertent discovery of a potential historic property, all work in the vicinity shall immediately cease and ARRC shall protect the discovery site against further disturbance.
- B. Upon the inadvertent discovery of human remains, sacred objects, or mortuary objects in any activity's APE, all work in the vicinity shall immediately cease and a plan of action for the treatment of human remains (Attachment A) shall be implemented. ARRC shall ensure that any and all human remains, sacred objects, and objects of cultural patrimony discovered as a result of activities related to the Undertaking will be treated with dignity and respect.

- C. Upon the unanticipated discovery of cultural resources during construction that are not human remains, the *Plan for Unanticipated Discoveries* shall be followed (Attachment A.2).

IX. Training of Applicant's Employees and Contractors

- A. On an annual basis, ARRC shall ensure that on-site supervisory-level employees and contractors are trained in procedures for identifying and reporting historic properties that may potentially be discovered during the course of their work. The training shall be developed with sensitivity to concerns of Tribes in Attachment A.2 and offer the opportunity for a tribal representative to meet in person with employees and contractors if a Tribe so requests. Minimally, the training shall include guidelines for identification of cultural resources, and notification procedures when archaeological materials, human remains, and historic period sites are discovered.
- B. ARRC shall also ensure that its supervisory-level contractors and employees are advised against the illegal collection of historic and prehistoric materials, including human remains, and are familiarized with the scope of applicable laws and regulations.
- C. Prior to the implementation of training, ARRC shall submit the curriculum to the STB, SHPO, Tribes in Attachment A.2, and MSB for review and comment.
- D. Information provided during the training may be conveyed by supervisory level employees and contractors to staff unable to attend the training; however, to the extent possible, staff who are involved in surveying, grading, or ground disturbing activities shall attend the training.

X. Other Federal Agency Involvement

- A. In the event that ARRC or other entity applies for additional Federal funding or Federal approvals for the Undertaking and the Undertaking remains unchanged, such funding or approving Federal agency may comply with Section 106 by agreeing in writing to the terms of this Agreement and notifying and consulting with SHPO and ACHP. Any necessary modifications will be considered in accordance with Stipulation XII (Amendments).

XI. Dispute Resolution

- A. Should any party to this Agreement object to any treatment plan, report, or action pursuant to this Agreement, the STB and SHPO shall consult with the objecting party to resolve the objection.
- B. If the STB and/or SHPO determine that the objection cannot be resolved, the STB shall forward all documentation relevant to the dispute and a plan to resolve the objection to the ACHP. Within 30 days after receipt of all pertinent documentation, the ACHP will either:

FINAL, April 15, 2011

1. Provide the STB with recommendations, which the STB will take into account in reaching a final decision regarding the dispute; or
 2. Notify the STB that it will comment pursuant to 36 C.F.R. § 800.7, and proceed to comment. Any ACHP comment provided in response to such a request shall be taken into account by the STB with reference to the subject of the dispute. The STB will provide a copy of its written response to the ACHP comments or final decision on any dispute to all parties to the Agreement before proceeding.
 3. Any recommendation or comment provided by the ACHP shall be understood to pertain to the subject of the dispute; the STB's responsibility to carry out all actions under this Agreement that are not the subjects of the dispute shall remain the same.
- C. At any time during implementation of the measures stipulated in this Agreement, should an objection to any such measure or its manner of implementation be raised by a member of the public, the STB shall take the objection into account and consult as needed with the objecting party, the SHPO, or the ACHP to resolve the objection.

XII. Amendments

Any Signatory or Invited Signatory to this Agreement may make a request to the STB that the other Signatories consider amending it, whereupon the parties shall consult to consider the amendment(s). STB may amend this Agreement by notifying all Signatories and Invited Signatories that it intends to do so. Amendments will be executed in the same manner as the original Agreement. Concurring Parties may suggest proposed amendments to the Signatories and Invited Signatories, who shall consult to consider them.

XIII. Termination

Any Signatory to this Agreement or the ARRC may terminate the Agreement by providing 30 days notice to the other parties explaining the reasons for the termination. The Signatory or ARRC shall consult during this period to seek agreement on amendments or other actions that will avoid termination. In the event of termination, the STB will comply with 36 C.F.R. §§ 800.3 through 800.6 on remaining Undertaking components, activities, or outstanding issues.

XIV. Duration

- A. This Agreement shall become effective upon execution by the STB, ACHP and SHPO, and shall remain in effect for a term of five years from its date of execution, at which point the Agreement may be renewed.
- B. In the event that the Undertaking has not been initiated or the terms of this Agreement are not carried out within five years, the STB may extend this Agreement by notifying all Signatories and Invited Signatories before the five years has elapsed that it intends to do so. If the SHPO or ACHP object to the extension, the Agreement shall be considered null and void. In such an event the STB shall so notify the parties to this Agreement, and if it

FINAL, April 15, 2011

chooses to continue with the undertaking, shall re-initiate review of the undertaking in accordance with 36 C.F.R. Part 800.

XV. Execution and Implementation

Execution and implementation of this Agreement evidences that the STB has satisfied its responsibilities under Section 106 of the National Historic Preservation Act pursuant to 36 C.F.R. Part 800.

FINAL, April 15, 2011

SIGNATORIES

Surface Transportation Board

By: _____ Date: _____
Victoria Rutson, Director, Office of Environmental Analysis

Advisory Council on Historic Preservation

By: _____ Date: _____
John M. Fowler, Executive Director

Alaska State Historic Preservation Officer

By: _____ Date: _____
Judith E. Bittner, State Historic Preservation Officer

FINAL, April 15, 2011

INVITED SIGNATORIES

Knik Tribal Council

By: _____ Date: _____
Debra Call, President

Alaska Railroad Corporation

By: _____ Date: _____
Christopher Aadnesen, President and Chief Executive Officer

Matanuska-Susitna Borough

By: _____ Date: _____
Acting Borough Manager

FINAL, April 15, 2011

CONCURRING PARTIES

Chickaloon Village Traditional Council

By: _____ Date: _____
Gary Harrison, Chief

Native Village of Eklutna

By: _____ Date: _____
Dorothy Cook, President

Native Village of Tyonek

By: _____ Date: _____
Frank Standifer, President

Cook Inlet Region, Inc.

By: _____ Date: _____
Margaret L. Brown, President and Chief Executive Officer

Eklutna, Inc.

By: _____ Date: _____
Curtis McQueen, Chief Executive Officer

Knikatu, Inc.

By: _____ Date: _____

FINAL, April 15, 2011

Raymond Theodore, President

State of Alaska, Department of Natural Resources

By: _____ Date: _____
Wyn Menefee, Acting Director, Division of Mining, Land, and Water

Happy Trails Kennels

By: _____ Date: _____
Martin Buser

Willow Dog Mushers Association

By: _____ Date: _____
Erin McLarnon, President

Iditarod Historic Trails Alliance

By: _____ Date: _____
Lori Henry, Vice-President

ATTACHMENT A

PLAN OF ACTION FOR THE TREATMENT OF UNANTICIPATED DISCOVERY OF HUMAN REMAINS, GRAVES AND HISTORIC PROPERTIES

Human Remains and Graves

- A. The Native American Graves Protection and Repatriation Act (NAGPRA) regulations (43 C.F.R. Part 10), do not apply to the Undertaking because it would not occur on Federal lands. The following steps must be taken if human remains, or suspected human remains, are discovered:

1. Should
human burials be encountered, work will be stopped at once in the locality and the STB, SHPO and Alaska State Troopers (AST) shall be contacted immediately. See below for contact numbers.
2. If the
human remains appear recent in the judgment of the archaeologists, the STB shall defer to the opinion of the AST and Alaska State Medical Examiner (Alaska SME) for a determination of whether the remains are of a forensic nature and /or subject to criminal investigation.
3. If the
racial identity of the human remains is in question, a physical anthropologist experienced in the analysis of human remains shall examine them. The physical anthropologist shall document, analyze, and photograph the remains so that an independent assessment of racial identity can be made. The physical anthropologist shall be afforded no more than 30 days time to conduct his or her analysis.
4. If the
human remains are on Federal land and determined to be of Native American origin, the STB will follow NAGPRA regulations and procedures set forth in 43 C.F.R. Part 10. If the human remains are not Native American, and a determination has been made by the AST and Alaska SME that a death investigation is not warranted, then the STB in consultation with the Alaska SME, will attempt to identify, locate and inform descendants of the deceased. If the human remains are to be moved, then the STB shall obtain any required permits from the Alaska State Bureau of Vital Statistics, and reinter the remains in a designated area.
5. The
ARRC Project Manager should contact the following people or agencies within

FINAL, April 15, 2011

24 hours of uncovering the remains (notification should include available information regarding the nature and extent of the remains and an accurate and precise location including Global Positioning System coordinates):

a. State Historic Preservation Officer (SHPO)

Judith Bittner
State Historic Preservation Officer
Alaska Department of Natural Resources
550 W. 7th Ave., Suite 1310
Anchorage, AK 99501-3565
Phone: (907) 269-8721
Fax: (907) 269-8908

b. Federal agency official in charge

Victoria Rutson
Director, Office of Environmental Analysis
Surface Transportation Board
395 E Street SW
Washington, DC 20423
Phone: (202) 245-0295
Fax: (202) 245-0454

c. The appropriate land managing agency contact for the relevant parcel

d. The responsible Native representative for the area of discovery

1. Primary Point of Contact

Debra Call
President
Knik Tribal Council
PO Box 871565
Wasilla, Alaska 99687-1565
Phone: 907-373-7991
Fax: 907-373-2161

2. Dorothy Cook

President
Native Village of Eklutna
26339 Eklutna Village Road
Chugiak, Alaska 99567
Phone: 907-688-6020
Fax: 907-688-6021

2.

Frank Standifer

President
Native Village of Tyonek
PO Box 82009
Tyonek, Alaska 99682-0009
Phone: 907-583-2201

FINAL, April 15, 2011

Fax: 907-583-2442

3. **Gary Harrison**

Chief
Chickaloon Village Traditional Council
P.O. Box 1105
Chickaloon, AK 99674-1105
Phone: 907-745-0707
Fax: 907-745-0709

e. **The Alaska State Troopers**
Communications Center Manager
Phone: (907) 451-5100
Fax: (907) 451-5165

f. **Matanuska-Susitna Borough**
Fran Seager-Boss
Matanuska Susitna Borough Historic Commission
Matanuska Susitna Borough
Cultural Resources Specialist
350 East Dahlia Avenue
Palmer, Alaska 99645
Phone: (907) 745-9859
fscagerboss@matsugov.us

6. **The**
ARRC Project Manager should contact the following people, though not necessarily within the first 24 hours:

a. **Alaska State Medical Examiner's Office**
Dr. Katherine Raven, Chief Medical Examiner
Phone: (907) 334-2200
Fax: (907) 334-2216
Email: Stanton.kessler@alaska.gov

Kenneth Cramer, Death Investigator
Phone: (907) 334-2200
Fax: (907) 334-2216
Email: Kenneth.Cramer@alaska.gov

b. **Alaska Bureau of Vital Statistics**
Phillip Mitchell, Chief
Phone: (907) 465-8643
Fax: (907) 465-3618
Email: Phillip.Mitchell@alaska.gov

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FINAL, April 15, 2011

c. Other Contacts

1. Curtis McQueen
Chief Executive Officer
Eklutna, Incorporated
16515 Centerfield Dr., Suite 201
Eagle River, AK 99577
Phone: 907-696-2828
Fax: 907-696-2845
2. Raymond Theodore
President
Knikatu, Incorporated
P.O. Box 872130
Wasilla, Alaska 99687-2130
Phone: 907-376-2845
Fax: 907-376-2847
3. Michaelene Stephan
President
Tyonek Native Corporation
1689 C St., Suite 219
Anchorage, AK 99501-5131
Phone: 907-272-0707
Fax: 907-274-7125
4. Edith Baller
President
Chickaloon-Moose Creek Native Association, Inc.
P.O. Box 875046
Wasilla, AK 99687
Phone: 907-373-1145
Fax: 907-373-1004
5. Gloria O'Neill
President and Chief Executive Officer
Cook Inlet Tribal Council
3600 San Jeronimo Dr.
Anchorage, AK 99508
Phone: 907-793-3600
Fax: 907-793-3602
6. Aaron Leggett
Dena'ina Cultural Historian
Phone: (907) 330-8029
Fax: (907) 330-8039

FINAL, April 15, 2011

aleggett2000@gmail.com

7. Margaret L. Brown
President and Chief Executive Officer
Cook Inlet Region, Inc. (CIRI)
2525 C Street, Suite 500
P.O. Box 93330
Anchorage, Alaska 99509-3330
Phone: 907-274-8638
Fax: 907-263-5183

A.1. Plan for Unanticipated Discoveries

In the event that cultural materials are discovered, this plan shall be followed, and implemented in compliance with the National Historic Preservation Act (NHPA) of 1966, as amended (16 U.S.C. § 470) as well as implementing regulations (36 C.F.R. Part 800).

If archaeological or historic materials are encountered the following series of steps must be followed:

- A. Stop all work in the immediate vicinity of any historic properties or suspected cultural resources.
- B. Mark the area in which the resources are located, as well as a buffer area appropriate to the find and the terrain. This buffer area may be larger if there is the possibility of more resources in the area or in the case of slopes or cut banks where ongoing work may impact the site. Make sure that all cultural materials are protected from possible impacts while contacting the appropriate parties².
- C. ARRC's Project Manager should contact the people or agencies in the previous list at A.1(6)(a) through (e) within 24 hours of discovering the resources.

Notification of unanticipated discoveries should include available information regarding the nature and extent of the historic properties and an accurate and precise location including GPS coordinates.

The discovery shall be investigated by a professional meeting the appropriate qualification standards, such as a consulting archaeologist, no longer than seventy-two (72) hours from discovery. The STB, SHPO, ARRC and land managing agency (as appropriate) shall consult, by telephone or other means, on the nature of the discovery and whether any additional investigation is warranted. The STB shall contact the appropriate Tribal representative if necessary. A decision shall be provided to ARRC within five (5) working days of consultation. If the parties agree that the discovery is not significant, verbal authorization to

² Options for protecting the cultural resources include: covering with a tarp or other protection from the elements, shoring up cut banks or trench walls so that no further exposure occurs, making sure that no water will collect on or around the site.

FINAL, April 15, 2011

proceed may be given by the SHPO. If additional investigation is agreed to, the provisions of Stipulation IV.B shall be followed, unless modified evaluation and reporting are agreed to.

A.2. Tribes and Alaska Native Organization Contact List

Federally Recognized Tribes and Tribal Groups

Gary Harrison, Chief
Chickaloon Village Traditional Council

Send information to:

Jennifer Harrison, Executive Director

P.O. Box 1105

Chickaloon, AK 99674-1105

Phone: 907-745-0707

Fax: 907-745-0709

Other contact:

Gary Stevig, Transportation Assistant Director, (907) 745-0854

Dorothy Cook, President
Native Village of Eklutna
26339 Eklutna Village Road
Chugiak, Alaska 99567
Phone: 907-688-6020
Fax: 907-688-6021

Other contact:

Marc Lamoreaux, Land & Environment Director, cell (907) 242-6967

Debra Call, President
Knik Tribal Council
PO Box 871565
Wasilla, Alaska 99687-1565
Phone: 907-373-7991
Fax: 907-373-2161
dcall@kniktribe.org
dcall@alaskanative.net

Other contacts:

Richard Porter, Executive Director, Phone: 907-373-7991

Alfred Tellman, Council Member, Phone: 907-373-7991

Quentin Simeon, Education and Training Coordinator, Phone: 907-373-7991

Frank Standifer, President
Native Village of Tyonek

FINAL, April 15, 2011

PO Box 82009

Tyonek, Alaska 99682-0009

Phone: 907-583-2201

Fax: 907-583-2442

Other contact:

Harriet Kauffman, Council member, Phone: 907 583-2115

Alaska Native Regional Corporations

Margaret L. Brown, President and Chief Executive Officer

Cook Inlet Region, Inc.

2525 C Street, Suite 500

P.O. Box 93330

Anchorage, Alaska 99509-3330

Phone: 907-274-8638

Fax: 907-263-5183

Other contacts:

Kim Cunningham, Director, Land and Resources, 907-274-8638

Cindi Bettin, Land Administrator, 907-274-8638

Alaska Native Village Corporations

Curtis McQueen, Chief Executive Officer

Eklutna, Incorporated

16515 Centerfield Dr., Suite 201

Eagle River, AK 99577

Phone: 907-696-2828

Fax: 907-696-2845

Other contact:

Jim Arnesen, Corporate Land & Regulatory Manager, 907-696-2828

Raymond Theodore, President

Knikatu, Incorporated

P.O. Box 872130

Wasilla, Alaska 99687-2130

Phone: 907-376-2845

Fax: 907-376-2847

Michaelene Stephan, President

Tyonek Native Corporation

1689 C St., Suite 219

FINAL, April 15, 2011

Anchorage, AK 99501-5131

Phone: 907-272-0707

Fax: 907-274-7125

Other contacts:

Tom Harris, Chief Executive Officer, 907-272-0707

John D. McClellan, Tyonek consultant, 907-272-0707

Robyn Ray, 907-272-0707

Edith Baller, President

Chickaloon-Moose Creek Native Association, Inc.

P.O. Box 875046

Wasilla, AK 99687

Phone: 907-373-1145

Fax: 907-373-1004

Gloria O'Neill, President and Chief Executive Officer

Cook Inlet Tribal Council

3600 San Jeronimo Dr.

Anchorage, AK 99508

Phone: 907-793-3600

Fax: 907-793-3602

Other

Aaron Leggett, Dena'ina Cultural Historian

Phone: (907) 330-8029

Fax: (907) 330-8039

aleggett2000@gmail.com

FINAL, April 15, 2011

A.3. Dog Mushing Organizations and other Interested Groups Contact List

Dog Mushing Organizations

Erin McLamon, President
Willow Dog Mushers Association
P.O. Box 858
Willow, AK 99688
Phone: 907-495-0671
Mushing@gci.net

Field Code Changed

Martin Buser
Happy Trails Kennels
P.O. Box 520997
Mile 4.5 West Lakes Blvd.
Big Lake, AK 99652
Phone: 907-355-7898 (cell) *Additional contact:*
Kathy Chapoton, kchap1@me.com

Field Code Changed

Vern Halter
Dream a Dream Dog Farm
P.O. Box 389
Willow, AK 99688
Phone: 907-495-1197
vhalter@mtaonline.net

Field Code Changed

Steve Charles, Chairman
Willow Trial Committee
Phone (907) 495-6368.
Fax: (907) 495-1924
scharles@mtaonline.net

Field Code Changed

Chas St. George
Iditarod Trail Committee
PO Box 870800
Wasilla, AK 99687
cstgeorge@iditarod.com

Field Code Changed

Judith Bittner, President
Iditarod Historic Trail Alliance
PO Box 2323

FINAL, April 15, 2011

Seward, Alaska 99664
judy.bittner@gmail.com
website <http://www.iditarodnationalhistorictail.org>

Other Interested Groups

Fran Seager-Boss, Cultural Resources Specialist
Matanuska Susitna Borough Historic Preservation Commission
350 East Dahlia Avenue
Palmer, Alaska 99645
Fran.Seager-Boss@matsugov.us
(907) 745-9859

Additional Contacts:

Vickie Cole, Cultural Resources Assistant, (907) 745-9655, Victoria.Cole@matsugov.us
Dan Stone, Daniel.Stone@matsugov.us

Jim Barnett
Cook Inlet Historical Society
121 W. 7th Avenue
Anchorage, AK 99501-3611
Phone: 907 346-2755; Fax: 907-343-6149
jbarnett@alaska.com

Julie Decker, Chief Curator/History Research Curator
Anchorage Museum
625 C Street; Anchorage, AK 99501
Phone: 907-929-9237
jdecker@anchagemuseum.org

Erling P. Nelson, Treasurer
Wasilla-Knik-Willow Creek Historical Society
300 N. Boundary Street, Suite B
Wasilla, AK 99654
Phone: 907-376-2005; Fax: 907-373-9072
wasillaknikhistoricalsociety@yahoo.com; erling@kirkham.net
Other contact:

Margaret Heaven, Acting President, Phone: 907-376-5679, lemarhea@hotmail.com

Museum of Alaska Transportation and Industry
P.O. Box 870646
Wasilla, AK 99687
mati@mtaonline.net (closed for winter; left message)
Phone: 907-376-1211

Chuck Logsdon, President
Palmer Historical Society
P.O. Box 1935

**Alaska Railroad Corp. – Construction and Operation of a Rail Line Extension to Port MacKenzie, AK
Programmatic Agreement**

FINAL, April 15, 2011

Palmer, AK 99645-1935

Phone: 907-745-2327

colony@palmerhistoricalsociety.org (website); logsdon.chuck@gmail.com

Field Code Changed

ATTACHMENT B

List of Acronyms and Abbreviations

ACHP	Advisory Council on Historic Preservation
ADNR	Alaska Department of Natural Resources
ANCSA Alaska	Native Claims Settlement Act
APE	Area of Potential Effects
ARRC	Alaska Railroad Corporation
AST	Alaska State Troopers
C.F.R.	Code of Federal Regulations
CIRI	Cook Inlet Region, Incorporated
EIS	Environmental Impact Statement
Fed. Reg.	Federal Register
HTK	Happy Trails Kennels
IHTA	Iditarod Historic Trail Alliance
KTC	Knik Tribal Council
MOU	Memorandum of Understanding
MSB	Matanuska-Susitna Borough
NAGPRA	Native American Graves Protection and Repatriation Act
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
NVE	Native Village of Eklutna
OEA	Office of Environmental Analysis
POA	Plan of Action
Pub. L.	Public Lands
ROD	Record(s) of Decision
ROW	Right-of-way
Section 106	Section 106 of the National Historic Preservation Act
SHPO	State Historic Preservation Officer
SME	Alaska State Medical Examiner
STB	Surface Transportation Board

FINAL, April 15, 2011

Tribes Indian Tribes and Alaska Native corporations

U.S.C United States Code

WDM Willow Dog Mushers Association

FINAL, April 15, 2011

[Note: Attachments C and D (pages 30-34) are in a separate PDF file to facilitate e-mail delivery.]